

RECREATION

RECREATION

& OPEN SPACE

Dept. of City Planning



CITY AND COUNTY OF SAN FRANCISCO

THE COMPREHENSIVE PLAN

OPEN SPACE

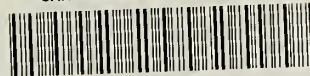
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THE MASTER PLAN

It shall be the function and duty of the commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county, to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

Excerpt, Charter of the City and County of San Francisco.

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THE COMPREHENSIVE PLAN

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Dept. of City Planning.
The comprehensive plan :
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The Plan for Recreation and Open Space was adopted by Resolution 7021 of the San Francisco City Planning Commission on May 24, 1973.

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SUMMARY OF OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs and improving public transit service to parks.

POLICY 3

Establish a regional agency responsible for open space regulation, acquisition and management.

THE SAN FRANCISCO SHORELINE

OBJECTIVE

MAINTAIN AN UNBROKEN STRETCH OF PUBLIC OPEN SPACE FROM FORT FUNSTON THROUGH AQUATIC PARK. RETAIN THE NATURAL CHARACTER OF OPEN SPACE AREAS FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND

RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

POLICY 1

Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.

POLICY 2

Improve the quality of existing shoreline recreation areas.

POLICY 3

Provide new public parks and recreation facilities along the shoreline.

POLICY 4

Preserve the open space and natural character of the Presidio.

CITYWIDE SYSTEM

OBJECTIVE

DEVELOP A DIVERSIFIED AND BALANCED SYSTEM OF CITYWIDE RECREATION AND OPEN SPACE.

POLICY 1

Preserve public open space.

POLICY 2

Acquire additional citywide open space for public use.

POLICY 3

Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

POLICY 4

Require usable outdoor open space in new residential development. Encourage creation of recreation space in existing development.

POLICY 5

Develop a master plan for Golden Gate Park.

NEIGHBORHOODS

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1

Make better use of existing facilities.

POLICY 2

Acquire new park and recreation space to serve San Francisco's residential neighborhoods.

POLICY 3

Give high priority for recreation improvements to high-need neighborhoods.

THE BAY REGION

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area Governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered region with sufficient open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not overloaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces

acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities which support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs and improving public transit service to parks.

Many State and National Parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

A regional bikeway system should be developed to provide for more recreational transportation to regional open space areas. The bicycle can provide another alternative to the automobile for access to recreation areas at minimal cost with little or no adverse effect on the community or open space.

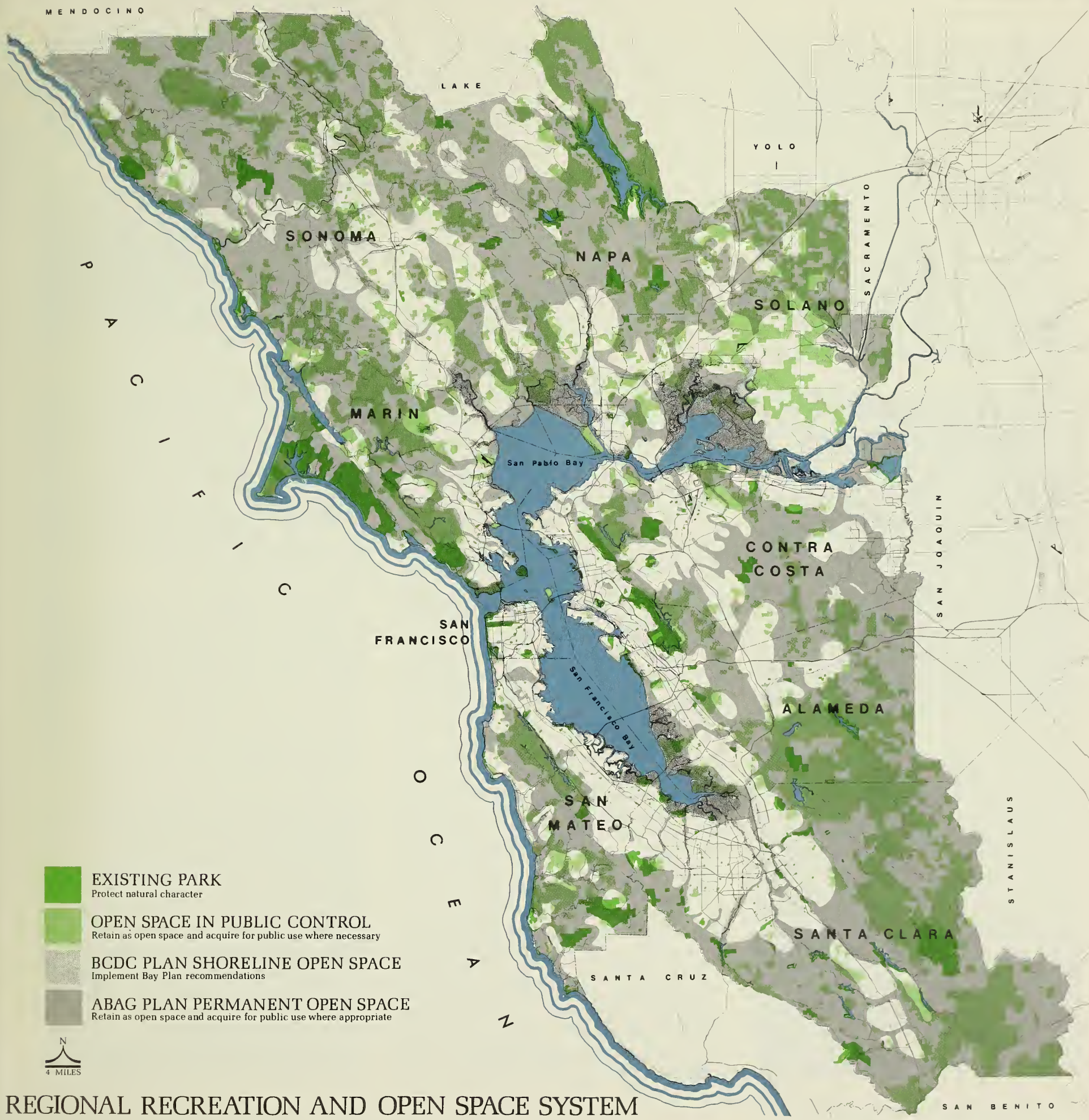
POLICY 3

Establish a regional agency responsible for open space regulation, acquisition and management.

Preserving a regional open space system is beyond the scope of the seventy-odd local governments in the nine-county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Regional open space should be handled by a regional agency. Because of the interdependence of open space, transportation, air and water quality, and other regional issues, it may eventually be desirable to consolidate the open space agency with other regional agencies. The Bay Area should not, however, make a regional open space agency contingent upon a more comprehensive regional organization. The rapid rate of urbanization in the Bay Area necessitates prompt establishment of an agency equipped to develop and maintain a regional open space system.

The form that such an agency should take has been the subject of extensive study and discussion. There is general agreement on some basic points: the agency should have the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation. Since property taxes are closely related to open space preservation, the new agency should also be able to regulate tax policy on open space designated in the regional plan.



EXISTING PARK
Protect natural character



OPEN SPACE IN PUBLIC CONTROL
Retain as open space and acquire for public use where necessary



BCDC PLAN SHORELINE OPEN SPACE
Implement Bay Plan recommendations



ABAG PLAN PERMANENT OPEN SPACE
Retain as open space and acquire for public use where appropriate



4 MILES

REGIONAL RECREATION AND OPEN SPACE SYSTEM

THE SAN FRANCISCO SHORELINE

OBJECTIVE

MAINTAIN AN UNBROKEN STRETCH OF PUBLIC OPEN SPACE FROM FORT FUNSTON THROUGH AQUATIC PARK. RETAIN THE NATURAL CHARACTER OF OPEN SPACE AREAS FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water-oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate.

The recreation potential of the shoreline, however, has yet to be realized. San Francisco's shoreline accommodates several uses including open space, military, port, industrial and commercial uses. Despite the fact that a sizable proportion of the shoreline is in public ownership, access to the water, except at the ocean, is sporadic and limited; very little of the eastern shoreline and northern waterfront has been developed for recreation and open space.

The challenge facing the City is to add more open space along the Bay while maintaining other essential waterfront uses. On the western and northern shoreline, the objective is different. A significant amount of public open space has already been retained, but per-

manent preservation of a few prime open spaces has not been insured. The western and northern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

POLICY 1

Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use Provisions

Priority Land Uses—The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Water-related public recreation and open space, port uses and water-related industries are included in this category.

Restricted Land Uses—Office and residential uses and water-related commercial uses such as restaurants, hotels and shops are appropriate only in the areas designated in this plan and in the Northern Waterfront and South Bayshore elements of the Comprehensive Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses.



Prohibited Land Uses—All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry that is not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space Requirements

All new shoreline developments, except low density residential ones, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Water-related industry may provide overlooks instead of ground level open space or it may substitute off-site open space on another part of the shoreline.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide.

The types of open space provided in new developments will depend upon the nature of the sites; however, as much as feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

Urban Design Specifications

In urban design terms, new developments should make maximum use of their shoreline

locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- maximize public access to the water, both visual and physical
- give careful consideration to environmental factors to make shoreline open spaces more pleasant and usable, particularly in windy areas
- meet the more specific design policies and principles in the urban design element of the Comprehensive Plan
- adhere to City Planning Code height and bulk limits.

These policies governing land use, open space and urban design should be applied to all new developments within the Shoreline Zone designated in this plan. The zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area and on the amount of new development anticipated. For the most part, development at the water's edge are of primary concern. There may be developments further inland, however, which affect physical and visual contact with the water or affect the use of the shoreline for open space. Shoreline policies should be applied to these developments as well as those within the designated zone.

POLICY 2

Improve the quality of existing shoreline recreation areas.

Most of San Francisco's shoreline recreation areas are located on the headlands and on the western and northern shorelines. Problems of accessibility, maintenance, and pollution prevent many of these areas from being used to full potential.

Access to some areas, such as Ocean Beach, is hindered by heavy and fast-moving traffic. Better trails and stairways to the water are needed along the headlands. Other areas are difficult to locate, and the public is unsure whether places like Fort Funston and Lands End are open for public use. Pollution curtails use of some parts of the shoreline for certain recreational activities.

Simple public improvements such as effective signs, well marked trails, safety features, landscaping for windbreaks, and diversion of traffic can promote greater use of these shoreline areas. Good maintenance is also required. Improving water quality will be a more difficult task. The City should prohibit developments which threaten to cause a deterioration in water quality, endanger marine life or prevent necessary flushing of the Bay by currents.

POLICY 3

Provide new public parks and recreation facilities along the shoreline.

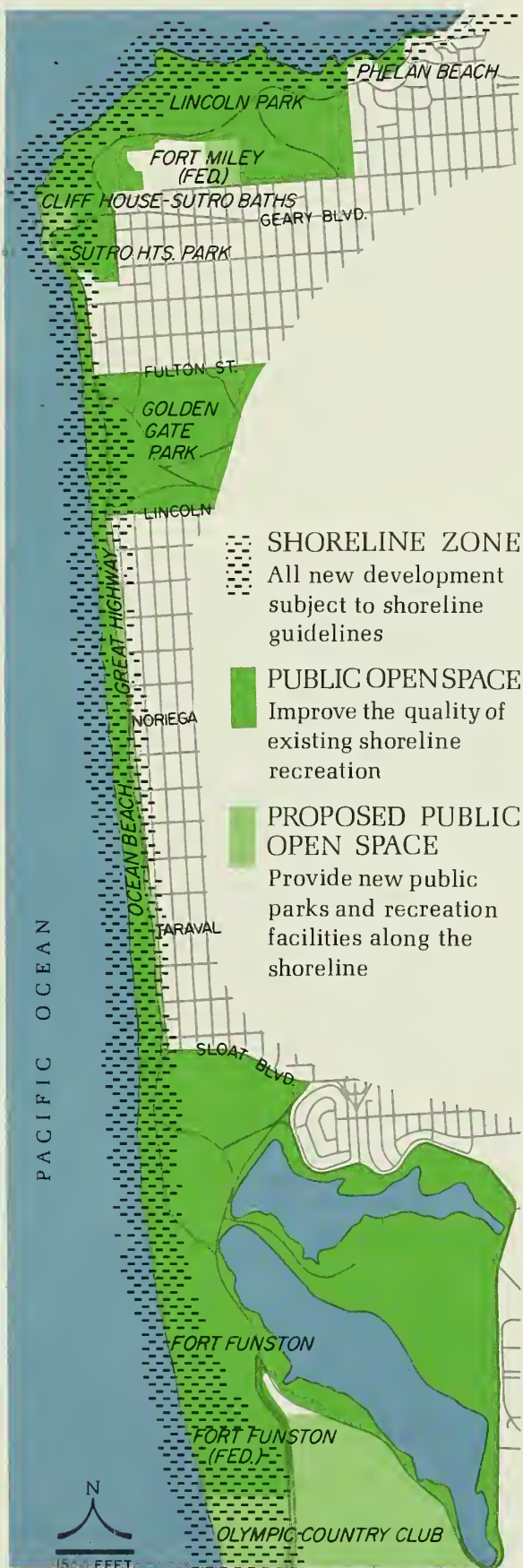
The City cannot meet its shoreline recreation needs simply by improving existing recreation areas and by applying the guidelines governing new development in the Shoreline Zone. Certainly, recreation space in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But major new parks are also needed.

Most of the new parks should be located on the Bay shoreline between Aquatic Park and the County line. This is the area most deficient in shoreline open space. It also has the most potential for meeting the critical recreation needs of neighborhoods in the eastern half of the city.

In accord with this policy, major new maritime parks should be developed at Candlestick Point, India Basin, Warm Water Cove, Central Basin, China Basin Channel, the Ferry Building and along the northern waterfront south of Pier 45. Improved public transit should be provided to these new parks from nearby high-need neighborhoods such as the Mission district, South of Market, and the South Bayshore.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired for public open space. Among these parcels, the Cliff House and Sutro Baths are the most essential. If the private golf course south of Fort Funston is discontinued, it also should be preserved as public open space. Acquisition or preservation of these three main parcels will insure that the western shoreline remains a long, unbroken stretch of natural open space.





WESTERN SHORELINE PLAN

WESTERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline.

Olympic Country Club

Retain entire area as open space. If private golf course use is discontinued, acquire for public recreation and open space.

Fort Funston

Eliminate obsolete military structures and return area to natural landscape. Conserve ecology of entire Fort and in conjunction with the Golden Gate National Recreation Area, develop recreational uses which will have only minimal effect on the natural environment.

Great Highway

Develop entire Great Highway right-of-way into a smooth curvilinear recreational drive through a park area. Emphasize slow pleasure traffic and safe pedestrian access to beach. Provide new parking areas on beach side where plan allows. Design parking to afford maximum protection to dune ecosystem. Create new playgrounds on inland side for adjacent neighborhoods, and provide for bicycle, pedestrian, and equestrian activities.

Ocean Beach

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

Golden Gate Park

Strengthen visual and physical connection between the park and beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities.

Seal Rocks

Maintain in public ownership and protect natural habitat for seals.

Cliff House - Sutro Baths

Acquire for public use all privately owned property in area commonly known as Cliff House/Sutro Baths. Develop as an 11-acre nature-oriented shoreline park. Limited commercial-recreation uses may be permitted if public ownership is retained and if development is carefully controlled to preserve natural characteristics of the site.

Sutro Heights Park

Continue use as park and preserve natural features.

Lincoln Park

Continue public recreation facilities on areas already developed. Conserve remainder

as natural open space with a minimum of improvements.

Fort Miley

Develop public open space area for continued recreational use and preserve natural features in conjunction with the Golden Gate National Recreation Area.

Phelan Beach State Park

Continue use as a public recreation area.

NORTHERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline.

The northern and eastern shorelines contain several areas where new parks should be established. Within each recreation area, open space should be the major use. Some limited commercial-recreation uses may be integrated with recreation areas, however, subject to the following conditions:

The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;

Development should be designed to preserve and create open views to the water and provide usable open space accessible to the general public free of charge;

Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;

Land must be retained in public ownership.

Recreation-oriented commercial services should be permitted where appropriate on land adjacent to recreation areas on the northern and eastern shorelines.

Presidio (Federal)

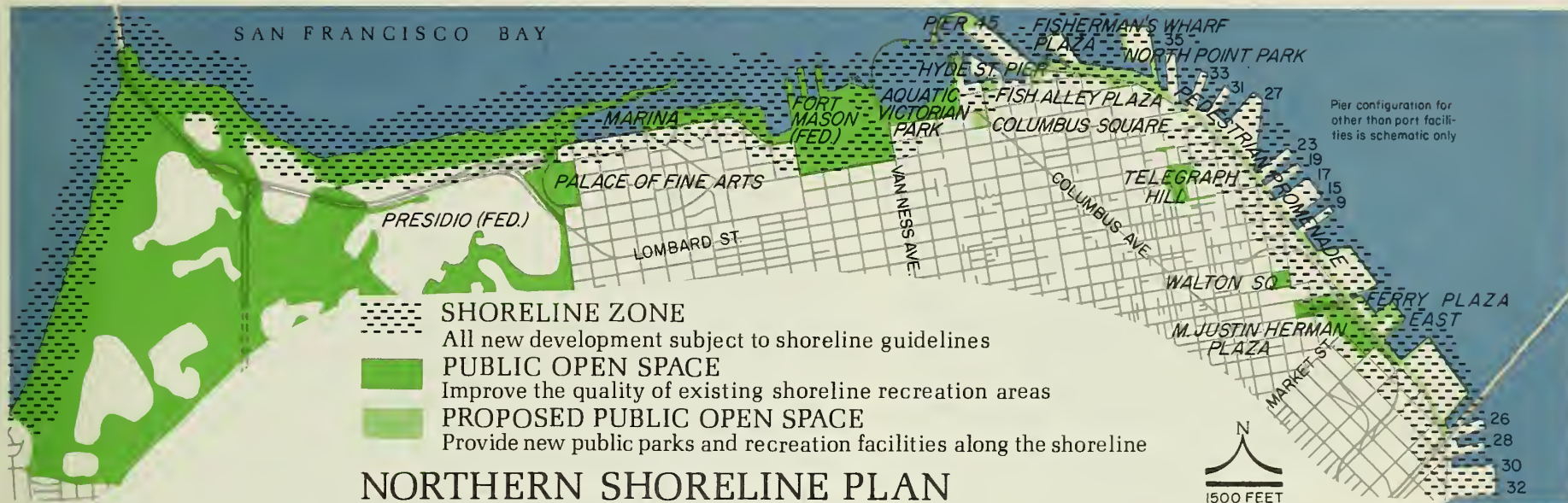
Refer to Shoreline Objective, Policy 4.

Marina - Presidio to Gashouse Cove

Continue as location of public marina. Maintain and enhance full public access to all maritime recreational activities. Insure that any new trafficways constructed on unspecified alignment from Howard Street to Doyle Drive make no reduction in the quality or quantity of recreation and open space in this area and conform to the transportation element of the Comprehensive Plan.

Fort Mason (Federal)

Devote the northern half of the site to natural park use. Retain and preserve historic structures for public purposes. Construct a continuous waterfront walkway to connect the Marina area with Aquatic Park. Enhance nat-



NORTHERN SHORELINE PLAN

ural qualities of the southern portion of the site, and develop the entire Fort for recreation in conjunction with the Golden Gate National Recreation Area.

Alcatraz Island (Federal)

Maintain and improve Alcatraz for public open space and recreational use. Protect historic values of the island and enhance visually significant vegetation and land forms. Provide safe and convenient public access to and throughout the island for recreation and viewing.

Pedestrian Promenade

Provide the public with a safe, direct and continuous pedestrian way linking all waterfront open spaces along the shoreline from the Bay Bridge to Aquatic Park. Design promenade to add genuine amenity to waterfront environment by means of landscaping, unifying materials and pedestrian features. Locate walkway to give the public maximum contact with water's edge and panoramic views of the Bay. Supplement this pedestrian system with a recreation-oriented shoreline transit system.

Aquatic and Victorian Park

Connect and expand these shoreline public recreation areas and emphasize their historic maritime character.

Hyde Street Pier

Continue and expand use as historic, public waterfront recreation area.

Columbus Square

Locate a new landscaped public open space at the north end of Columbus Avenue connected to the waterfront with a pedestrian greenway along Leavenworth Street.

Fish Alley Plaza

Provide a maritime, leisure-oriented open space for pedestrians at the waterfront and Leavenworth Street.

Pier 45

If pier is leased for development, provide a large public open space at the end of the pier. Assure well-defined public access along the length of the pier on both east and west sides.

Overlooks

Overlooks with convenient pedestrian access for viewing and fishing should be constructed, usually at grade, whenever possible along the entire waterfront area, including the shipping area between Piers 9 and 35.

Fisherman's Wharf Plaza

Develop a new pedestrian plaza in the Fisherman's Wharf retail area which will provide access to Pier 45. Include cable car turntable and appropriate pedestrian-oriented commercial development.

North Point Park

Provide a major new shoreline park with continuous open water vistas and maximum access to the water. Incorporate generous planting, sitting and fishing areas.

Piers 9-35

Consolidate maritime shipping activities in the Northern Waterfront between Piers 9 and 35. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasis should be given to development of major open spaces.

Ferry Plaza East and M. Justin Herman Plaza

Improve the visual and physical connec-

tion between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Develop a major plaza on the BART platform for pedestrians and some commercial-recreation activities.

EASTERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline. In addition, the guidelines for new recreational development stated under the heading 'Northern Shoreline Plan' should also apply to the Eastern Shoreline.

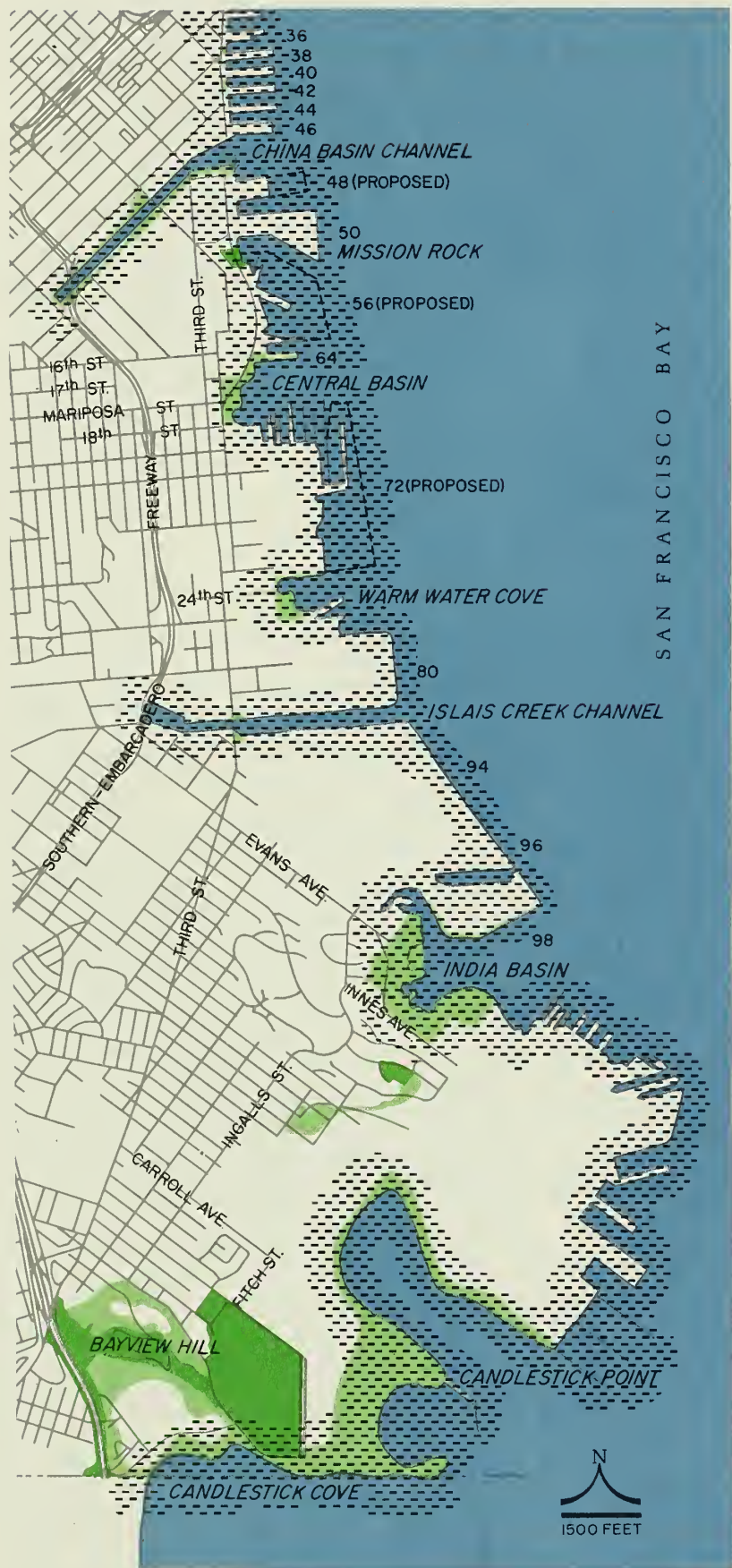
Overlooks at Piers 36-38, 40-42

Provide safe and comfortable elevated viewing areas on land between piers for observing Port activities. Include seating and display areas explaining Port activities and history.

China Basin Channel

Provide approximately nine acres of new recreation areas for the public along the channel shoreline. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the opportunities for public access to the water's edge with a maximum interface of land and water. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays.

In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the channel as a recreation asset should be undertaken. In the



SHORELINE ZONE

All new development subject to shoreline guidelines



PUBLIC OPEN SPACE

Improve the quality of existing shoreline recreation



PROPOSED PUBLIC OPEN SPACE

Provide new public parks and recreation facilities along the shoreline

EASTERN SHORELINE PLAN

interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objective for the shoreline.

Mission Rock

Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. If future Port development necessitates, replace recreation site with equivalent elsewhere on eastern shoreline.

Central Basin

Develop a major, twelve-acre public waterfront park on the Bay shoreline generally between Sixteenth and Eighteenth Streets. Some fill, such as beach sand, should be allowed if necessary for public recreation.

Priority should go to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access. A public marina for small boats, fishing facilities and a landing for a recreational ferry should be provided as needed in the future.

Warm Water Cove

Improve and develop cove shoreline generally between Louisiana Street extended and the water for an eight-acre public park with fishing as the primary recreation use.

Limit fill to a minimum amount needed to achieve recreation objectives. All maritime and recreation fill or pier construction at or adjacent to the cove should preserve the natural and man-made ecological factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation, a warm water flow that is compatible with water quality standards and a placid and quiet atmosphere with views of the Bay.

Public access to the cove should be via Twenty-fourth Street which should be improved and landscaped as part of the public park development.

Islais Creek

Stabilize shoreline and develop small parks with well-defined public access to banks at bridge. In the event that the turning basin area is not needed for LASH activities and that adequate safety for pleasure boating can be assured, develop for recreational use with small boat harbor and enlarged shoreline park.

India Basin

Develop Basin into a major forty-six acre public waterfront park with small boat harbor and marine-oriented recreation facilities. Preserve as large a body of open water as possible. Retain boat-yard uses and permit appropriate water-oriented commercial uses. Insure visual and physical public access from India Basin Recreation Area to landscaped shoreline of the LASH terminal.

Candlestick Point

Create a major new eighty-five acre shoreline park built around a man-made cove with beach and marina facilities. Allow fill for recreation development and preserve the remaining platted area as permanent open water. Design park areas to separate active from passive recreation activities. Permit some commercial recreation that is compatible with marine-oriented recreation.

Candlestick - Bayview Hill

Develop entire shoreline from Candlestick Point south to county line into marine-oriented linear park. Improve and expand Bayview Park and make it more accessible to the public for recreational purposes.



POLICY 4

Preserve the open space and natural character of the Presidio.

To many San Franciscans the Presidio represents the most important and historic open space in the city. For this reason, it should be retained in public ownership and its open space and natural character preserved.

In order to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio, the following

guidelines should be used as a basis for City review of development and land use changes in the Presidio:

1. New construction in the Presidio should occur within the existing developed area. No new construction should occur in the area designated for open space.
2. Development and improvements in the Presidio should conform to the City's Comprehensive Plan.
3. No additional housing units should be constructed in the Presidio.



- | | | |
|----------|----------|----------------------|
| Proposed | Existing | BUILDING |
| == | == | PAVED ROAD OR AREA |
| ---- | ---- | UNPAVED ROAD OR AREA |
| ■ | ■ | TREE GROUPINGS |
| ■ | ■ | OPEN SPACE |

PRESIDIO OF SAN FRANCISCO PLAN

CITYWIDE SYSTEM

OBJECTIVE

DEVELOP A DIVERSIFIED AND BALANCED SYSTEM OF CITYWIDE RECREATION AND OPEN SPACE.

Citywide recreational facilities in San Francisco offer a variety of opportunities to City residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, citywide facilities tend to be specialized; each is oriented to a single site, program, or activity. Because of this specialized nature of citywide recreational facilities, diversity and balance are important objectives in the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other citywide parks unless demand for some facilities warrants duplication to prevent overcrowding. As new programs and facilities are proposed, their locations should be selected to correct any imbalance resulting from popular attractions located in a few parks. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain parks or programs more attractive so that overload may be eased.

A balance should also be maintained between citywide and neighborhood facilities. Although expansion of the citywide system is called for in this plan, particularly on the shoreline, expansion of the citywide system should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

POLICY 1

Preserve public open space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is only informally part of the City's park and recreation system. This open space is held by a number of public agencies and is also either used for recreation or appreciated for its natural qualities, but is neither a park nor a playground. Open spaces in this second category include certain reservoirs, grounds of public institutions, forts, land for slope and view protection, roadway landscaping, alleys, dedicated public walkways and undeveloped street rights-of-way. Open spaces such as these are a very important part of the City's open space system. They supplement playgrounds and parks and are a major visual asset.

Development sometimes threatens public open spaces regardless of whether or not it is a formal part of the City's system. Almost all public open space at one time or another has been viewed as a source of vacant land for new construction. The shortage of vacant sites and the intensity of development in San Francisco produce pressures on the City's public open space. These same factors generate considerable demand for open space and leave few opportunities to expand the open space system. Consequently, it is essential that the City preserve the public open space which remains.

Despite general agreement on the need to preserve public open space, over the years developments may indeed be proposed on public land designated as open space in this plan. It is anticipated that the most persuasive arguments in favor of development will be based on the "public value" of the proposed development. The public value will differ among proposals, and a determination of this value as compared with the value of open space will be difficult. In order to assist in this determination, four types of potential development pro-



posals have been identified. If proposals for these types of development occur, the following policies should be applied:

Nonrecreational Uses

Proposals for nonrecreational uses in public parks and playgrounds may arise in the future. Some may be for public facilities such as parking garages, streets and buildings, and for private or semi-public facilities. Development of this kind in parks and playgrounds should, without exception, be prohibited.

Recreation and Cultural Buildings

Many San Francisco neighborhoods need more gymnasiums, swimming pools and other indoor facilities. Citywide recreation and cultural facilities also require new buildings and room to expand. The scarcity of sites, the high cost of land together with the recreational nature of such facilities make parks and playgrounds frequent candidates as sites for recreation and cultural buildings.

This situation is often in conflict with the need to retain outdoor open space. The value of parks and playgrounds in a highly developed city like San Francisco is immeasurable. San Francisco's neighborhoods are densely populated, and many residents have no access to open space other than that provided by the City. Even in those areas with private yards, City parks make neighborhoods more livable. San Francisco's parks and playgrounds are a great asset to the city. Building in them results in a loss of open space which can rarely be replaced.

The City's policy should be made clear: where new recreation and cultural buildings are needed they should be located outside of or adjoining parks and playgrounds. Open space in parks and playgrounds should not be diminished except in a few unique cases. Examples of such cases include the Zoo, which requires special indoor facilities, John McLaren Park and Crocker-Amazon Playground which are underdeveloped and may be good sites for new recreation facilities designed to relieve pressure on overused parks.

This policy is not intended to disregard the importance of indoor recreation facilities. It is recognized that a properly balanced recreation and open space system combines both indoor and outdoor programs and open space. San Franciscans, however, should not be put in the position of developing indoor facilities at the expense of valuable open space. When new indoor facilities are required, the City should be prepared to allocate funds for land acquisition as well as for construction. The Recreation and Park Department should not have to reduce the amount of open space in parks and playgrounds in order to avoid buying land for indoor recreation facilities. The same holds true for cultural facilities.

Proposals for additions onto existing recreation and cultural buildings in parks and playgrounds should be evaluated by the same process as that outlined below for supporting facilities.

Supporting Facilities

Many of the sites designated for recreation and open space in this plan are under the jurisdiction of public agencies other than the Recreation and Park Department and are intended primarily for public uses other than recreation. In these cases open space and recreation are intended by this plan to be secondary to the prime use. Examples are underdeveloped street rights-of-way, property on or adjacent to reservoirs and grounds of public institutions.

In these cases it is anticipated that requests for supporting facilities of various types may arise. These proposed facilities may be necessary to perform the public function of the particular agency holding the land designated as open space. In order to provide a basis

for a decision in these cases, the agency proposing the supporting facility should make public the following material:

- information demonstrating that the facility proposed is necessary to provide the public service of the agency holding the site in question;
- sufficient proof that alternative sites have been studied and that the proposed facility can be located only on the site in question;
- a study which assesses the effects of the proposed facility on the site in question and on the surrounding neighborhood.



Since the purpose of the guidelines is to preserve public open space, the City should not approve projects which are not demonstrated to be necessary by the information submitted, nor should it approve projects whose effects have not been thoroughly assessed. Approval should be based upon the information submitted and on conformity of the project with the Comprehensive Plan. Upon approval, the City may request the agency to meet certain design criteria and performance standards which insure such conformity.

Surplus Public Land

Occasionally public agencies find some land surplus to their needs. When public land becomes surplus to one public use, the Comprehensive Plan states that it should be reex-

amined to determine what other uses would best serve public needs. The Comprehensive Plan gives priority to direct public uses that meet either immediate or long-term public needs. One of these uses is recreation and open space.

In cases where public land that is declared surplus is designated as open space in this plan, the policy is clear: open space should take priority over other public uses; and, where necessary, jurisdiction over the surplus land should be transferred to the Recreation and Park Department. In cases where surplus land is not designated in this plan for open space, the site should be evaluated for its usefulness for a number of public uses, including open space and recreation.

POLICY 2

Acquire additional citywide open space for public use.

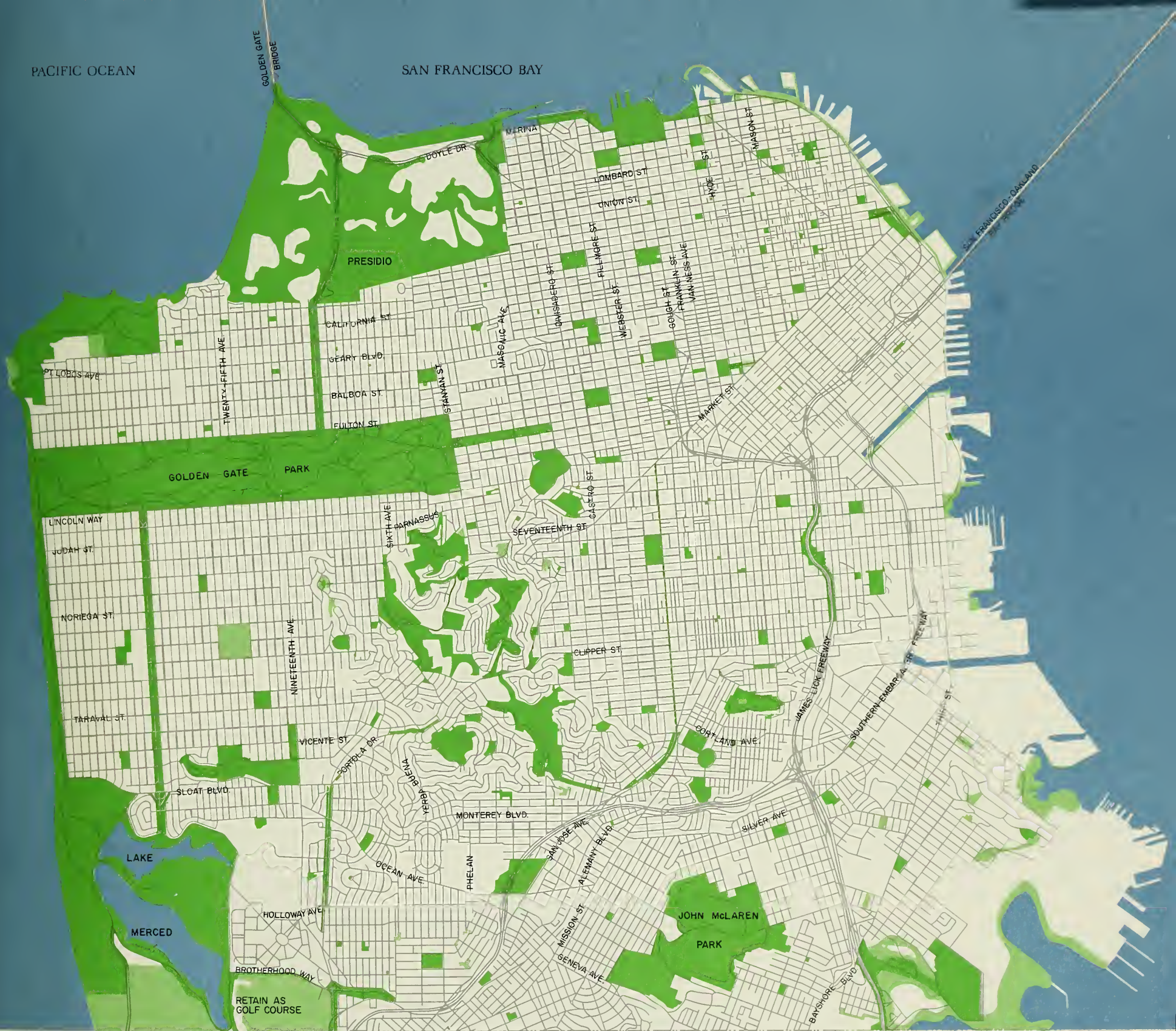
San Francisco has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and Federal governments. If the publicly owned land identified in this plan is preserved as open space, San Francisco's citywide system will be relatively extensive.



Throughout San Francisco, however, there are several existing natural open space areas for which there is no guarantee of preservation. They include hilltops, shoreline sites, and other areas with unique natural characteristics. They serve as points of orientation, lend character and identity to districts of the city, and provide open, natural areas for viewing, walking, and sitting within densely developed urban neighborhoods with the greatest need for open space. They are valuable in their own right. The policy, therefore, calls for acquisition of these sites for use as permanent public open space. Although the acreage involved is small, the value of preserving these carefully selected open spaces is considerable.

The City, however, has limited ability to purchase and maintain additional open space. Even if funds are not immediately available for maintenance or park development, the City should encourage donations of open space with visual, natural, or recreational value. Since funds may not be forthcoming from local or Federal sources, the City should develop

PACIFIC OCEAN

SAN FRANCISCO BAY



-  PUBLIC RECREATION AND OPEN SPACE
Retain outdoor open space, preserve natural qualities, and where appropriate convert to public recreational use
-  PROPOSED RECREATION AND PUBLIC OPEN SPACE
Acquire for or convert to public recreational use

Note: Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces. This information can be obtained at the Department of City Planning.

CITYWIDE RECREATION & OPEN SPACE PLAN



new methods of financing open space acquisition and recreational development. New methods of open space acquisition should concentrate on acquiring sites identified in this plan with priority on those sites which are threatened by development or are in high-need neighborhoods.

POLICY 3

Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for these was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the City is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the City's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space and recreation. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The City should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the City should simply maintain the facility with minimum capital improvements and should not permit the expansion of nonrecreational facilities in parks and playgrounds.

Traffic

Roads in and around San Francisco's parks are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of park users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in parks. The following methods of reducing traffic in and around public open space are consistent with the urban design



and transportation elements of the Comprehensive Plan and should be applied where possible:

- Discourage nonrecreational travel in and around public open space by diverting through traffic from park roads onto major and secondary thoroughfares located at sufficient distance from major open space.
- Reduce the capacity of park roads and redesign existing park roads for leisurely, scenic driving.
- Close off park roads to automobiles on a part-time basis in order to return parks to recreational use. Expand into full-time street closings where possible. Increase weekend street closings for us by pedestrians and bicyclists.
- Prohibit new roads in public open spaces.
- Encourage the use of public transit for recreational travel.

POLICY 4

Require usable outdoor open space in new residential development. Encourage creation of recreational space in existing development.

As development intensifies, greater demands are placed on citywide open space. The public system cannot be expected to keep pace with growth and acquire all the additional open space needed. Private development should also be responsible for providing open space.

Policies in the urban design element of the Comprehensive Plan call for the provision of public open space in major new development;

zoning requirements carry out these policies. For example, downtown zoning bonuses encourage creation of plazas in commercial developments and low- and medium-density residential zoning requires usable open space. But no such requirement has yet been applied to higher density residential districts. It is in these districts where the greatest intensification can occur and where there is a tendency to overcrowd existing public open space.

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should require that all new residential development provide usable outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located. The amount of open space provided should increase with the size and density of the development.

New recreational space can also be created in existing development. Indoor space, rooftops, adjacent properties, portions of parking areas can often be converted to usable recreation areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the City whenever possible, just as it is in new developments.

POLICY 5

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. Its wide range of opportunities attracts users from throughout San Francisco and the Bay Region. A number of conflicts have arisen in recent years between automobile and pedestrian use of the park, between additional development within the park and preservation of the park's open space. No major changes or developments should be permitted within the park until a park master plan is developed which addresses:

- a. the issue of traffic and parking within the park with emphasis on reducing through traffic and all-day parking;
- b. responsiveness of the park to the recreational needs of adjacent neighborhoods;
- c. pedestrian access to the park and pedestrian circulation within it;
- d. construction in the park with the objective of preserving open space within it.

NEIGHBORHOODS

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly who are principal users of parks and whose mobility is limited.

Achieving this objective will be difficult. High land costs and a shortage of vacant sites restrict opportunities to provide new open space and recreation facilities in San Francisco. For this reason, it is important that the City maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to build new facilities and can bring the most immediate improvement in recreation services to San Francisco neighborhoods.

By itself, better use of recreation facilities will not meet the recreational needs of San Francisco's neighborhoods. New space for parks and recreation facilities is also necessary. This requires establishing a long-term program to ensure that funds are provided on a systematic basis to acquire additional open space and expand the recreation program.

This objective also calls for maintaining an equitable balance in funding and personnel so that neighborhood recreation facilities are maintained and staffed at the same level of quality as citywide recreation facilities. Until substantial new sources of funds are available for maintaining a balance between citywide and neighborhood expenditures, high-need neighborhoods should be given priority.

POLICY 1

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and

staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, access, coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department.

Staff

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood in which they are assigned. Qualification standards for staffing should include an appraisal of the person's ability to relate to and involve neighborhood residents.

Safety

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small cloistered spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed by the Recreation and Park Department.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

Maintenance and Capital Improvements

Neighborhood facilities require regular maintenance and capital improvements in order to carry out effective recreation programs. The City's operating budget and Capital Improvement Program must provide the necessary resources to ensure a high level of maintenance, if neighborhood needs are to be met in part by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use.

Coordination

Coordination among Recreation and Park Department facilities and between those of public and private agencies should be maximized. Public and private agencies and citizens should participate in cooperative planning for recreation in the areas they serve. Community councils consisting of representatives from public agencies involved in recreation in the area, as well as from private and semi-private recreation agencies, citizen groups, and other service agencies, should meet regularly to insure that the recreational program in each community is providing the best possible service to the respective community. Emphasis in planning should be on providing optimal recreation services, avoidance of duplication of services, optimum use of existing available space and staff. School yards, auditoriums, libraries, churches, and other spaces should be used to their fullest extent as recreation resources. Provision should be made for coordinated use of staff, and interchange of staff from public and private facilities, to meet changing recreational needs. In certain cases, public financial assistance might be offered to recreation agencies providing a service the City could not otherwise provide.

Access

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient. Distance itself is an obstacle to the use of recreation facilities. In

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 PUBLIC RECREATION AND OPEN SPACE
Make better use of existing neighborhood facilities

 HIGH NEED NEIGHBORHOOD
Give priority for new parks and recreation improvements

 PROTECTED RESIDENTIAL AREAS
Improve residential street space for recreation and landscaping where possible

Note: Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces. This information can be obtained of the Department of City Planning.

NEIGHBORHOOD RECREATION & OPEN SPACE PLAN





San Francisco topography imposes special problems. Specific standards should be developed to improve access through better design, special public transportation and other means.

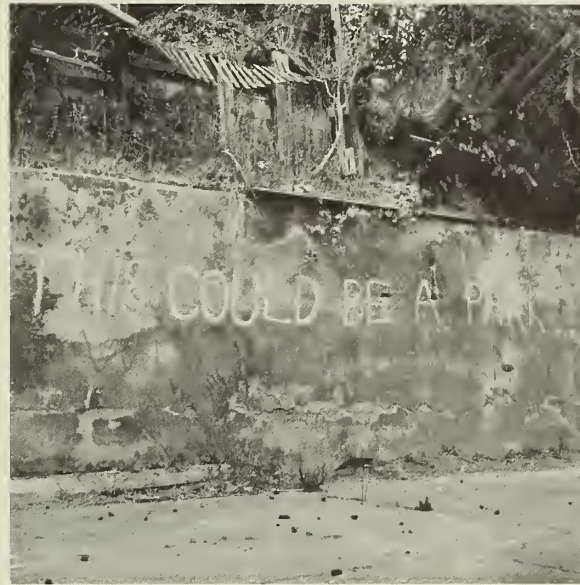
Information

Public knowledge of recreation opportunities should also be increased. To increase participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, and semi-private agencies. A regular effective system of distributing information should be developed in conjunction with the cooperative planning coalition described in the "coordination" section. In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Acquire new park and recreation space to serve San Francisco's residential neighborhoods.

There is a need for new park and recreation facilities in many neighborhoods throughout the city. Even if existing parks and recreation facilities are used more intensively as recommended, the need for new space for neighborhood recreation will remain. To meet



this need, San Francisco should develop a long-range program to acquire new parks and recreation space to serve neighborhood residents.

Because the opportunities to acquire additional open space and recreation facilities at the neighborhood level are limited by a lack of available land and a scarcity of funds, the Recreation and Park Department should selectively use its power of eminent domain to meet neighborhood needs. This may be especially necessary in the older, more densely populated areas of the city where vacant land is scarce but where existing developments may be deteriorated or obsolete. Such acquisition, however, should minimize the displacement of residents and concentrate on underutilized, non-residential properties.

In addition to land acquisition, innovative techniques should be used to provide more space for recreation and to provide special programs. Mobile play equipment, portable swimming pools, and special traveling shows are among the techniques which should continue to be employed. Temporary playgrounds should be constructed on vacant lots being held for future development and, if necessary, even rooftops could be used to meet space needs in crowded neighborhoods. Where major public improvement programs are pending, new parks and recreation facilities should be provided to serve both new development and the adjacent neighborhood.

Street rights-of-way provide a special opportunity to increase space for recreation

and to carry out increased programming. The transportation and urban design elements of the Comprehensive Plan contain several recommendations relating to the use of street rights-of-way to provide recreation and open space. Areas where street space landscaping and recreation improvements would be appropriate are designated in this plan.

In all cases where new parks, recreation facilities and capital improvements are being considered, their precise location should be determined by such factors as proximity to population concentrations, topography, ease of access, and visibility.

POLICY 3

Give priority for recreation improvements to high-need neighborhoods.

In the improvement of neighborhood recreation throughout the city, priority should be given to those areas with the highest needs and the greatest deficiencies in facilities and programs. These are generally the more densely populated, older areas of the city where low-income, minority group populations are concentrated, where there are large numbers of young and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood. Areas with these characteristics are Chinatown, parts of the Western Addition, the Mission, South of Market, South Bayshore, and parts of the Central City area. These areas should be given priority for new recreation facilities and programs. In the future, the specific need neighborhoods may change. At such time, the priorities should be shifted accordingly to continue to meet the needs of areas with the biggest deficiencies.

It is possible to give such a priority to high-need neighborhoods without detracting from other needs if the Recreation and Park Department is provided with the necessary resources called for in other parts of this plan. However, without additional funds, this policy implies shifting some funds presently spent on citywide facilities and programs to high-need neighborhoods. This latter alternative is clearly less desirable than the former, but may be necessary to meet neighborhood recreational needs.





RECREATION & OPEN SPACE
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CITY AND COUNTY OF SAN FRANCISCO

THE COMPREHENSIVE PLAN